

DOCUMENT RESUME

ED 409 455

95

CE 004 306

TITLE An Approach to the Development of a Comprehensive Plan for Career Guidance for the Commonwealth of Massachusetts.

INSTITUTION Massachusetts State Dept. of Education, Boston. Office of Career Guidance.

SPONS AGENCY Bureau of Occupational and Adult Education (DHEW/OE), Washington, D.C.

PUB DATE Mar 75.

NOTE 23p.

EDRS PRICE MF-\$0.76 HC-\$1.58 PLUS POSTAGE

DESCRIPTORS Advisory Committees; *Career Education; Educational Coordination; *Educational Needs; Guidance Objectives; Guidance Programs; Guidelines; *Occupational Guidance; Program Development; *Regional Planning; State Programs; *Statewide Planning

IDENTIFIERS *Career Guidance; Massachusetts

ABSTRACT

The career guidance advisory committee reviewed both national and state efforts in the area of career guidance and attempted to define and develop the concept. The committee examined concepts that were relevant to the needs of Massachusetts and developed a rough framework on which to build a comprehensive state plan. The report addressed itself to the committee's concerns as to the direction of the final planning effort. It includes a statement of educational philosophy, a discussion of the broad goals and objectives of career guidance as an integral part of an overall educational program, and recommendations. The report's recommendations emphasize strong leadership and the appointment of a permanent advisory committee. The report includes a definition of terms. The model career guidance system for Massachusetts is designed to encompass a number of goals, including: the improvement of the present system; the promotion of career development and a greater understanding of career alternatives; the establishment of programs, career counseling services, and training; and the development of career resource centers, adequate staffing, and a design for evaluation and feedback. References and a list of the advisory committee members are given. (Author: JB)

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MAY 13 1975



a CAREER GUIDANCE publication

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An Approach to the Development
Of a Comprehensive Plan
for Career Guidance for the
Commonwealth of Massachusetts

*A Report prepared by
the Ad Hoc Career Guidance
Committee*

March 1975

Office of Career Guidance
Division of Occupational Education
Department of Education
Commonwealth of Massachusetts

Publication No. 8214
Approved by Alfred C. Holland, State Purchasing Agent

CE 001 306



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February 14, 1975

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Dear Dr. Weagraff:

It gives me great pleasure to submit to you for your information and further action the report of the Ad Hoc Career Guidance Advisory Committee which was appointed in November, 1974 by Acting Associate Commissioner Dr. John P. Manning, to assist and advise the Division of Occupational Education in the development of a comprehensive plan for career guidance in the Commonwealth.

During a series of six meetings between November 8, 1974 and January 24, 1975 the Committee reviewed previous efforts, both national and state, to define and develop the concept of career guidance. The Committee assigned itself the task of distilling from these various sources those concepts that were relevant to the needs of Massachusetts and its local educational agencies, and of developing a "plan to plan" which the Division could use as the foundation on which to build a comprehensive state plan.

The report addresses itself to the Committee's concerns as to the direction that the final planning effort should take. It includes a statement of basic educational philosophy, a discussion of the broad goals and objectives of career guidance as an integral part of an overall educational program which would serve all age groups, and specific recommendations on priorities for further action at the state level.

While recognizing the need for the development of a state plan that will be responsive to local school and community concerns, the Committee has emphasized the necessity for strong leadership, including the commitment of funds, by the State Department of Education in bringing together all state and local agencies and organizations whose cooperative efforts will be needed to design and develop a truly comprehensive plan for career guidance for the Commonwealth. To this end, the Ad Hoc Committee has recommended as its first priority the appointment of a permanent Advisory Committee which will include broad-based representation from throughout the state to assist and advise you in carrying this vital planning effort forward.

In submitting this report to you, I wish to express my gratitude to all members of the Ad Hoc Advisory Committee for taking time from their busy working schedules to make their individual and collective contributions to what each of them regards as a very important project. They are confident that you will wish to continue the work that they have begun.

Sincerely yours,

Charles Brovelli
Chairman,
Ad Hoc Career Guidance
Advisory Committee

AN APPROACH TO THE DEVELOPMENT
OF A COMPREHENSIVE PLAN
FOR CAREER GUIDANCE
FOR THE
COMMONWEALTH OF MASSACHUSETTS

A Report Prepared
by the
Ad Hoc Career Guidance Advisory Committee

March 1975

TABLE OF CONTENTS

		Page
I.	INTRODUCTION	1
II.	DEFINITIONS	3
III.	STATEMENT OF EDUCATIONAL PHILOSOPHY	4
	Generic Definition of Career Education	4
	Basic Concept Assumptions of Career Education	5
IV.	THE GOALS AND OBJECTIVES OF CAREER GUIDANCE	6
	The Need for Career Guidance	6
	The Nature of Career Guidance	7
	Establishing Goals and Objectives	9
V.	PRIORITIES FOR PLANNING	10
	A Model Career Guidance System for Massachusetts	10
	State Priorities	11
VI.	THE NEED FOR FURTHER PLANNING	15
VII.	REFERENCES	16
VIII.	MEMBERSHIP OF THE ADVISORY COMMITTEE	17

I. INTRODUCTION

On November 8, 1974, the Massachusetts Department of Education's Division of Occupational Education brought together representatives of all guidance associations and of other concerned institutions and agencies in the Commonwealth to form a working advisory committee to assist and advise the Division in the initial steps of the development of a comprehensive state plan for career guidance.

Addressing the first meeting of the advisory committee, Dr. John P. Manning, Acting Associate Commissioner of the Division of Occupational Education, stressed the importance of career guidance in assuring the goal of occupational competence which had been established by Commissioner Anrig. He stated that the Division was committed to the development of a career guidance plan which would be responsive both to state concerns and to local school needs. Such a plan should be a comprehensive one that would provide for all age groups from kindergarten through adult.

Following its organizational meeting on November 8, 1974, the Career Guidance Advisory Committee, under the chairmanship of Charles Brovelli of the Office of Career Guidance, held four subsequent meetings on November 25 and December 9, 1974, and January 10 and 24, 1975. As a result of these meetings, the Committee agreed:

1. To utilize and capitalize upon the considerable efforts which had been expended over the past several years, both nationally and within the Commonwealth, to define and develop the concept of Career Education and Career Guidance.
2. To adopt the basic concept assumptions of Career Education as stated in the September, 1974 policy paper of the U.S. Office of Education¹ and to build upon these assumptions in addressing the role of career guidance within an overall career education program.
3. To recommend that the definition of Career Guidance as an Intervention Process, as stated in the joint position paper of the National Vocational Guidance Association and the American Vocational Association², be adopted as the working definition to be utilized for purposes of developing a comprehensive plan for the Commonwealth.

4. That a comprehensive plan should encompass the following substantive areas:
 - a. A statement of educational philosophy from kindergarten through adult.
 - b. A discussion of the goals and objectives of career guidance within an overall educational program.
 - c. A statement of planning priorities for the Commonwealth.
 - d. The identification of existing career guidance programs and practices within Massachusetts and in other states.
 - e. Recommendations for the development and funding of new demonstration and pilot programs.
 - f. Recommendations for the collection and dissemination of information on program development at the state and local levels.
 - g. The design of evaluative methods for feeding program performance information back into the system for purposes of future planning.
5. To concentrate on the first three areas in 4. above as the initial steps to be taken in the development of a comprehensive plan for the Commonwealth.

The report which follows sets forth the Committee's recommendations for a "plan to plan" that is intended to provide the foundation upon which a comprehensive career guidance plan for the Commonwealth may be built.

II. DEFINITIONS

For the purposes of this report, the following definitions of terms apply:

Work is the sum total of an individual's efforts to achieve his or her full potential, both for self and in service to society.

Career is the sum total of work put forth by an individual during his or her lifetime.

Career Development is that life-long aspect of human development involved in an individual's learning about himself and the world of work while preparing for, choosing, and benefiting from the series of work-related experiences known as a career.

Career Education is the totality of experiences through which one learns about and prepares to engage in work as part of his or her way of living.

Career Guidance is a developmental process whereby individuals are assisted in career exploration, planning and decision-making; it facilitates career development and career education by enabling individuals to study different life-styles and to investigate educational, work and avocational alternatives.

Counseling is an interactive process which facilitates meaningful understanding of self and environment and results in the establishment or clarification of goals and values for future behavior.

Placement is the assistance given to individuals in the selection of an appropriate occupational or educational situation and the actions necessary to make the transition to that situation.

III. STATEMENT OF EDUCATIONAL PHILOSOPHY

The Committee was unanimous in its belief that career guidance should be considered as an integral part of an overall educational program, and that the goals and objectives of a comprehensive career guidance plan should be developed from a compatible set of basic assumptions for career education from kindergarten through adulthood.

To achieve this common base, the Committee adopted as its working statement of educational philosophy the following definition and basic assumptions of career education as stated in the September 1974 policy paper of the U.S. Office of Education.

Generic Definition of Career Education

In a generic sense, the definition of *career education* must obviously be derived from definitions assigned the words *career* and *education*. For purposes of seeking a generic definition for career education, these two words are defined as follows:

Career is the sum total of work put forth by an individual during his or her lifetime.

Education is the totality of experiences through which one learns.

Based on these two definitions, *career education* is defined as follows:

Career education is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living.

Career, as defined here, is a development concept beginning in the very early years and continuing well into the retirement years. *Education*, as defined here, obviously includes more than the formal education system. Thus, this generic definition of career education is purposely intended to be of a very broad and encompassing nature. At the same time, it is intended to be considerably less than all of life or one's reasons for living.

Basic Concept Assumptions of Career Education

Based on the generic definition of career education and its rationale as cited above, the career education movement has embraced a number of basic assumptions. These assumptions are based on the following beliefs:

1. Since both one's career and one's education extend from the preschool through the retirement years, career education must also span the entire life cycle.
2. The concept and measurement of productivity for the individual and society are central to the definition of work and so to the entire concept of career education.
3. Since *work* includes unpaid activities as well as paid employment, the concerns of career education, in addition to prime emphasis on paid employment, extend to the work of the student as a learner, to the growing numbers of volunteer workers in our society, to the full-time homemaker, and to work activities in which one engages as part of leisure and/or recreational time.
4. The cosmopolitan nature of today's society demands that career education recognize multiplicity of work values as a means of helping each individual answer the question "Why should I work?"
5. Both one's career and one's education are best viewed in a developmental rather than in a fragmented sense.
6. Career education is for all persons – the young and the old; the mentally handicapped and the intellectually gifted; the poor and the wealthy; males and females; students in elementary schools and in college and university graduate schools.
7. The societal objectives of career education are to help all individuals to: a) want to work; b) acquire the skills necessary for work in these times; and c) engage in work that is satisfying to the individual and beneficial to society.
8. The individualistic goals of career education are to make work: a) possible; b) useful; and c) satisfying for each individual throughout his or her lifetime.
9. Protection of the individual's freedom to choose, and assistance in making and implementing career decisions, are of central concern to career education.
10. The expertise required for implementing career education is not limited to those employed in formal educational settings but is to be found also in other sectors of society.

Career education makes no pretense of picturing the above assumptions as anything more than the simple beliefs they represent. Certainly, each is debatable, and none is yet sufficiently accepted so as to be regarded as an educational truism. However, the Committee believes that, taken as a whole, these ten assumptions can be viewed as representing a philosophical base for future career education and career guidance effort.

IV. THE GOALS AND OBJECTIVES OF CAREER GUIDANCE

Having agreed that a comprehensive plan for career guidance for the Commonwealth must be fully integrated within an overall educational program, the Committee recognized the need to relate such a plan to Commissioner Anrig's priority goal of occupational competence. Furthermore, the Committee agreed that any career guidance plan which is to be developed should be responsive to both state concerns and local needs.

In order to achieve these broad purposes, the Committee endorsed the statements on the need for and the nature of career guidance as set forth in the joint position paper of the National Vocational Guidance Association and the American Vocational Association, as follows.

The Need for Career Guidance

Today there are many social factors which converge to stimulate an interest in the career development needs of persons of all ages, including the search for a set of values which will give meaning and usefulness to a person's life. Some of these are as follows:

1. Growing complexity in the occupational and organizational structure of society which makes it difficult for a person to assimilate and organize the data necessary to formulate a career.
2. Ever more rapid technological change demanding human adaptability and responsiveness.
3. Increasing national concern with the need to develop all human talent regardless of sex, age, religion or ethnic origin.
4. The need for specialized training to obtain entry level jobs.
5. The apparent disenchantment expressed by students who have difficulty relating their education to their lives.

Each of these social factors impinges on the individual in ways that make achieving self-fulfillment more difficult.

In the past, some managerial personnel in business and industry have held a *non-careerism* attitude which viewed the typical job as an isolated event in a person's life. Whether this attitude is tenable in the post-industrial period is seriously questioned today. The evolving view is that a job should be considered a stage in an integrated, life-long career – a step on a career lattice which involves both horizontal and vertical dimensions. On the horizontal level, it involves patterns of choice at one point in time, such as: "Should I combine employment with study?" "Should I engage in volunteer work along with my employment?" Vertically, it involves choices along a time line, such as: "How do my options or behavior at this point relate to my options or behavior in the near, intermediate, and distant future?" As new questions are raised about the opportunities work provides for learning and self-development, the need for expanded programs of career guidance becomes apparent.

The Nature of Career Guidance.

The nature of guidance for career development cannot be viewed as a static, tradition-based set of related services that assist individuals in making simple occupational choices. The content of any career guidance program must be developed from initial assessment of the present and future career development needs of the individual; it must also account for impinging environmental factors that could affect the development and fulfillment of career expectations. Career guidance content can be organized in many ways to facilitate the individual's development. Whatever its form, the program ultimately should encourage the individual to assume responsibility for his or her own career development.

A career guidance program should assist the individual to assimilate and integrate knowledge, experience and appreciations related to the following career development efforts:

1. *self-understanding*, which includes a person's relationship to his or her own characteristics and perceptions, and the relationship to others and to the environment;
2. *an understanding* of the work society and those factors that affect its constant changing, including worker attitudes and disciplines;
3. *an awareness* of the part that leisure time may play in a person's life;
4. *an understanding* of the necessity for and the multitude of factors to be considered in career planning; and
5. *an understanding* of the information and skills necessary to achieve self-fulfillment in work and leisure.

A thorough exploration of the above content areas should include career guidance experiences to insure that each individual:

1. *gathers* the kinds of data necessary to make rational career decisions;
2. *understands* the necessary considerations for making choices, and accepts responsibility for the decisions made;

1. *explores* the possible rewards and satisfactions associated with each career choice considered;
4. *develops* through work the attitude that he or she is a contributor to the life of the community;
5. *determines* the probabilities of success and failure in any occupational area considered;
6. *explores* the possible work conditions associated with occupational options;
7. *shows an understanding* of the varied attitudes toward work and workers held by himself or herself and by others;
8. *recognizes* how workers can bring dignity to all work;
9. *considers* the possible and even unpredictable value changes in society which could affect a person's life;
10. *explores* the interpersonal and basic employment skills necessary to achieve success in occupational areas under consideration;
11. *classifies* the different values and attitudes individuals may hold and the possible effects these may have on decisions and choices;
12. *understands* that career development is life-long and is based on a sequential series of educational and occupational choices;
13. *determines* the possible personal risk, cost, and other related consequences of each career decision, and is willing to assume responsibility for each consequence;
14. *systematically analyzes* school and nonschool experiences as he or she plans and makes career-related decisions;
15. *identifies and makes use of* a wide variety of resources in the school and community to maximize career development potential;
16. *knows and understands* the entrance, transition and decision points in education and the problems of adjustment that might occur in relation to these points;
17. *obtains* necessary employable skills, and uses available placement services to gain satisfactory entry into employment in line with occupational aspirations and beginning competences.
18. *recognizes* the economic interrelationship between the employee's productivity and the employer's success, and vice versa.

Establishing Goals and Objectives

Goals are the reasonably long-range operational delineations of needs. They are more specific than needs but still are too subject to other influences to serve as workable objectives for an overall guidance program that will be responsive to both state and local needs. Goals represent rather large global areas of achievement or development that lead to meeting specified needs, and provide the point of departure for the formulation of objectives.

The Committee formulated its statement of the nature of career guidance with the intent that this statement should provide the broad goals for a statewide career guidance system. The development of objectives for career guidance programs was seen as the next step to be undertaken in conjunction and cooperation with local educational agencies after the identification and analysis of regional and local needs. In short, it is the responsibility of the state to develop broad goals and then to work with local authorities to translate those goals into more specific goals and workable objectives that will serve the needs of communities and individuals in the Commonwealth and provide the basis for a comprehensive, coordinated statewide career guidance system.

V. PRIORITIES FOR PLANNING

The Committee was in agreement that a comprehensive plan for career guidance for the Commonwealth should establish short-term, intermediate and long-range goals, and that planning priorities should be stated in terms of these goals.

As one step toward defining goals for a comprehensive plan, the Committee attempted to reach a consensus on the framework of a model career guidance system for the Commonwealth. In describing this model system, it was the intention of the Committee that it be used as a template against which current programs and planned efforts could be measured, and as a means of determining what still needed to be done to design and implement a comprehensive system which would provide career guidance services to all residents of the Commonwealth.

A Model Career Guidance System for Massachusetts

Considerable effort has been expended during the past two or three years by professional guidance personnel and organizations in developing model programs and guidelines for career guidance systems, both in Massachusetts and elsewhere. In November of 1973, representatives from major guidance organizations in the Commonwealth published and presented to the Department of Education their recommended *Guidelines for Guidance Programs in Career Education*.³ As referenced above, the American Vocational Association and the National Vocational Guidance Association in 1973 published a joint position paper on *Career Development and Career Guidance*. More recently, the American Personnel and Guidance Association has developed its ideas for career guidance into legislation which was introduced into the 93rd Congress by Congressmen Perkins of Kentucky and Quie of Minnesota as The Career Guidance and Counseling Act of 1975 (H.R. 17575).

Guided by the above efforts, the Committee determined that a model career guidance system for the Commonwealth should provide for and encompass the following elements:

1. The improvement of existing career guidance efforts and the development of new professional career guidance and counseling programs and services.
2. The promotion of career development over the life-span of all individuals.
3. The promotion of a greater understanding of educational and occupational choices.

4. The provision of programs to facilitate self-awareness and career awareness and exploration.
5. The provision of career/counseling services for all individuals.
6. The provision of training for all individuals in career decision-making.
7. The improvement, expansion and dissemination of information on educational and occupational opportunities.
8. The provision of educational and career placement services.
9. The design and implementation of programs to serve the special counseling needs of second careerists, individuals from economically depressed communities, and early retirees.
10. The establishment of career resource centers on a regional and local basis for use by all individuals.
11. The provision of supportive media equipment and materials.
12. The provision of professional, trained counselors for assignment in overall career guidance program coordination and leadership functions in local and state career education activities.
13. The training and utilization of paraprofessional career guidance assistants.
14. The provision of adequate leadership and staffing for career guidance implementation at the local and state levels.
15. The design and implementation of an adequate system for follow-up, evaluation, and feedback of information for use in the planning and redesign of future year programs.

State Priorities

In describing a model career guidance system for the Commonwealth, the Committee was aware that the State system must be flexible enough to permit local variances. The State system, therefore, should attempt to define the broad parameters within which local educational agencies should establish planning goals and objectives based on local needs.

The Committee recommended that State guidelines for the development of local career guidance systems contain the following mandatory requirements:

1. Career development guidance and counseling programs and services must be developmental and continuous, as evidenced by a program beginning in the elementary school, continuing through high school, and available for use by out-of-school individuals on a as-needed basis. Such programs and systems must be coordinated with all other educational and manpower components, and must be based on a comprehensive needs assessment of the total community.

2. There must be a written statement of goals and objectives by the local educational agency developed through counselor involvement with students, parents, teachers, administrators and other members of the community identifying the goals and objectives of the career development guidance and counseling program as they relate to the needs of the individuals to be served and the community. This statement of local goals and objectives will form the basis for an annual assessment and evaluation of program performance.
3. The basic program of guidance and counseling must make adequate provision for counseling and coordinating services, orientation, information dissemination, appraisal, placement, referral, research and follow-up activities.
4. The basic program must provide evidence that it has been designed to be on-going, and that it is intended to be systematically planned, implemented and evaluated on an annual basis.
5. The program must be designed to facilitate each individual's career development phases of readiness, awareness, exploration, planning, preparation, decision-making, training, career entry and career growth.
6. Each local educational agency must coordinate its planned program with other agencies and organizations such as the local office of the State Employment Service, vocational rehabilitation services, community mental health centers, and other community-based resources in order to provide assistance to all individuals within the community regardless of sex, age, religion and ethnic origin.

In recommending the establishment of State guidelines for a comprehensive career guidance system for the Commonwealth, the Committee assumed that the Department of Education is prepared to provide the necessary leadership and technical assistance to local educational agencies for the design, implementation and annual evaluation of regional and local plans.

To this end, the Committee recommended the following priorities for action at the state level:

1. The reconstitution of the Ad Hoc Career Guidance Advisory Committee to become a standing Committee that will include representation from business and industry, labor unions, school administrators, guidance personnel, counselor training institutions, parents, students (including those in continuing and adult education programs), and community-based human services agencies (including manpower training programs). The functions of this Advisory Committee shall be to advise on general administrative policy and procedure, to provide direction in funding utilization, to assist in the review of local educational agency plans, and to assist in developing evaluation procedures. Since it is anticipated that similar Advisory Committees will be formed later in each of the six administrative regions of the Department of Education, it is recommended that the membership of the State Advisory Committee be selected in such a way as to insure geographic coverage of the entire state, with at least two members chosen from each of the regions. These regional representatives would later form the nucleus around which the future Regional Advisory Committees could be formed.

2. The appointment of a Career Guidance Specialist in each of the six regional offices of the Department. The function of the Career Guidance Specialist will be to serve as a resource person for local educational agencies within the region and to provide them with technical assistance in planning, developing, implementing and evaluating local career guidance programs. (The Committee was aware that these positions have been authorized and that funds to hire these personnel have been included in the FY1976 budget of the Division of Occupational Education. The Committee recommended that the recruitment, training and placement of these personnel be expedited.)
3. The funding and development of in-service training programs for the retraining of current school personnel in the principles and practices of career development and career guidance. Such in-service training should be provided to school administrators and teachers in addition to guidance personnel in order to expand and maximize all available resources for the implementation of a comprehensive career guidance system.
4. The collection, cataloging and dissemination of up-to-date information and materials relating to career development and career guidance, and the development and staffing of regional and local Career Resource Centers through which these informational materials will be made available to students and community residents. While the final decision on the establishment of a local Career Resource Center was seen as a local planning option, the Committee urged that the Department of Education should strongly encourage the creation of such centers by local educational agencies by providing technical assistance and, where necessary, funding to cover start-up costs. (The Committee noted that the Commonwealth, through the Executive Office of Manpower Affairs, was in the process of seeking funding from the U.S. Department of Labor for the development of an interactive computer-based Occupational Information System. If such a system were to be developed in the state, it would provide a valuable tool for use in regional and local Career Resource Centers.)
5. A thorough re-examination of the roles and responsibilities of guidance personnel in a comprehensive career guidance system. This would entail an exploration of the differentiation of staff functions in an effort to relieve professional guidance personnel of some of their current non-professional responsibilities (such as scheduling, information gathering and dissemination, record-keeping, test scoring, etc.) which could be performed by paraprofessional or clerical staff, and thus make trained professional guidance counselors more available to promote and implement career guidance activities for students and staff. The re-examination of the role of professional guidance personnel could lead to the identification of the need for administrative and/or legislative action in changing the criteria for the training and certification of guidance counselors and support staff.
6. As an outgrowth of the effort in (5) above, the development of new, alternative curricula for the pre-service training of professional and paraprofessional guidance and teaching personnel. This effort could best be carried out by curriculum specialists and the faculty of training institutions (public and private), but the responsibility for leadership in this movement should rest with the Department of Education.

In an effort to establish short-term, intermediate and long-range goals for career guidance and to identify planning priorities in terms of those goals, the Committee saw the first and second action priorities listed above as short-term, the third and fourth as intermediate, and the fifth and sixth as long-range priorities.

The Committee was aware that its recommendations for action by the Department of Education inevitably would lead to higher costs than those of current educational and guidance programs. However, some of the priorities listed above could and should be achieved at no additional cost through the reallocation of existing resources. Therefore, in order to hold extra costs to a minimum in the initial phase of implementing a comprehensive career guidance system for the Commonwealth, the Committee recommended as an additional and over-riding priority for the Department that a complete inventory be undertaken of all state resources currently committed to career development and career guidance programs, and that these resources be reallocated to the extent possible in order to eliminate any existing duplication of effort and to coordinate all current activities in such a way as to incorporate them into a future comprehensive statewide system.

VI. THE NEED FOR FURTHER PLANNING

The report of the Committee, as stated above, constitutes a *plan to plan* which would provide the foundation upon which a comprehensive plan for career guidance for the Commonwealth might be built. The development of an actual plan remains to be undertaken. The Committee, however, has attempted in this report to provide some of the guideposts that could lead the way in that future effort. By its voluntary contribution of this initial blueprint, the Committee has demonstrated that the human resources and expertise are available to the Department of Education for carrying the effort forward and for translating ideas into action.

Given the *mature* economy of Massachusetts and the problem of chronic unemployment in the state, the effort to link the Commonwealth's educational system more closely to the world of work is long overdue. The need for further planning to achieve this goal as soon as possible is urgent. Such an effort will require the goodwill and the cooperation of all human service agencies within the state working in conjunction with business and labor, and the Department of Education cannot be held responsible for contributing any more than its share of the necessary task. However, the Committee was in agreement that the Department should provide the leadership in initiating the further cooperative planning that will be necessary if all current and future residents of the Commonwealth are to have the benefits of a comprehensive career education, career development and career guidance system.

VII. REFERENCES

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2. *Career Development and Career Guidance*. A joint position paper of the National Vocational Guidance Association and the American Vocational Association. NVGA Newsletter, Vol. XIII, No. 1, October, 1973.
3. *Massachusetts Guidelines for Guidance Programs in Career Education*. A joint paper prepared by six major guidance organizations in Massachusetts. November, 1973.
4. *The Career Guidance and Counseling Act of 1975* (93rd Congress, H.R. 17575). See also *Congressional Record*, page H 11360, December 5, 1974.

VIII. MEMBERSHIP OF THE ADVISORY COMMITTEE

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Massachusetts School Counselors Association
Massachusetts Vocational Guidance Association
Massachusetts Vocational and Technical School Counselors Association
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